

## **Self Assessment of Leadership Style**

### **EXECUTIVE LEADERSHIP**

By: Ken Thompson

Assistant Commissioner

Director, State Operations

New South Wales Fire Brigades

Sydney, Australia

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### **Abstract**

The New South Wales Fire Brigades (NSWFB) is Australia's oldest, largest, and most traditional fire service. Since 1991, the organisation has undergone extensive reform through a process called "Regionalisation". A major problem throughout the reform period has been the difficulty experienced by the NSWFB executive in gaining the support of its firefighting staff. This was strongly reflected in a 1994 employee opinion survey. The purpose of this study was to conduct a self-assessment of a new leadership style to identify whether the recent introduction of contemporary management practices has improved the level of support for the new organisational structure. The research paper asked the following question: "Has the introduction of a contemporary leadership style to a significant component of the NSWFB improved the level of acceptance amongst frontline firefighters for the new organisation structure?" A historical research method was used to analyse a change management process introduced to this component since the 1994 survey. The results of a 1998 employee survey showed that significant change had been made. These changes were then discussed within the context of contemporary leadership theories. The paper concludes with recommendations for a new management and executive training policy and program within the NSWFB.

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## **Introduction**

Australia's largest, oldest and most traditional fire service, the New South Wales Fire Brigades (NSWFB), was established as a Statutory Authority through an Act of Parliament in 1909. It employs more than 6,200 firefighters and 250 administrative and support staff. Its area of responsibility covers more than 1.6 million square kilometres and it delivers a range of operational and specialist emergency services through a network of 328 fire stations. These services include: firefighting; non-fire rescue; hazardous material response; natural hazard response; fire safety, and fire investigation. During 1997/98 the organisation responded to more than 110,000 incidents and more than 50,000 people visited fire stations to attend organised prevention activities (NSWFB, 1997; Thompson 1998).

A Board of Fire Commissioners (Board), established as part of the 1909 Act to administer the NSWFB, had a management philosophy that manifested itself in the form of highly centralised command and control through a single corporate office located in the city of Sydney. By 1990, industrial relations were considered to be amongst the most confrontational in the public sector and the level of employee absenteeism was the highest within the public sector (Thompson 1991).

Following a State Government Review (NSW Government, 1991), the Board was dissolved in 1991 and replaced with a Corporate Executive Group (CEG) dominated by the organisation's seven most senior fire officers and three non-firefighting directors. At the same time the organisation became an inner-budget government department responsible to a Cabinet Minister and funded through the State Government Treasury (Thompson, 1998). Since 1991 the NSWFB has been decentralising management control and decision-making through a reform process called "Regionalisation".

A major problem for the New South Wales Fire Brigades throughout the reform period has been the difficulty experienced in gaining the support of its firefighting staff.

The purpose of this study is to conduct a self-assessment of leadership style to identify whether the recent introduction of contemporary management practices has improved the level of support for the new organisational structure. Specifically, this research paper asks the following question:

“Has the introduction of a contemporary leadership style to a significant component of the NSWFB improved the level of acceptance amongst frontline firefighters for a new organisation structure?”

A historical research method is used to make findings and to guide recommendations.

### **Background and Significance**

Regionalisation was designed to transfer highly-centralised power and decision-making to frontline firefighters. It is a key reform initiative designed to improve and enhance the organisation's effectiveness in achieving its community protection objectives while optimising the efficient use of tax-payer funded resources. Regionalisation saw the CEG divide the State into four regions. North; Northwest; South and Southwest Region each contain a regional office and up to seven zones. Each zone has responsibilities for up to thirty fire stations plus support units (NSWFB,1993; NSWFB, 1997; Thompson, 1998).

An employee opinion survey conducted in 1994 found that the vast majority of the NSWFBs' frontline employees were not supporting the new organisation structure. The Rodski and Falls Employee Survey found that firefighters were highly suspicious about management's motives; distrustful of management in general, and lacked confidence in the NSWFB's leadership (Rodski and Falls, 1994).

The United States National Fire Academy Executive Fire Officer module titled “Executive Leadership” is relevant to a change process introduced to the NSWFB by a senior member of the NSWFB's CEG. This module focused participants on a range of issues designed to facilitate change

management through improved leadership at the executive level. This course was conducted at Emmitsburg (Md) in the United States of America (USA) in October 1998.

The research is significant in that the NSWFB needs to find a way to reverse the lack of confidence that exists amongst its workforce for the new structure. Unless this is achieved, the organisation will fail to address changing community expectations and will become irrelevant in the contemporary emergency service environment.

### **Literature Review**

Thompson (1994) argued that the long-standing design of the organisation was actively working against large-scale reform. He argued that although the structure of the organisation had changed as a result of Regionalisation, the organisation's internal processes would have to change to match the new design before long-lasting reform could be affected. In other words, although the structure of the organisation had been altered, the management processes had remained the same. In support of this argument Thompson cited large-scale evidence of the following organisation characteristics:

- it was highly controlled and the control was vested in policies, procedures, rules and regulations which filtered down to the fire station along a strictly hierarchical chain of command;
- it operated along the lines of rational, logical, thinking based on the assumption that if roles were clearly defined people will do exactly what is required and were not expected – or encouraged – to do more;
- roles were clearly defined for those working in fire stations based on position and rank. Firefighters carried out a range of menial tasks such as washing the vehicle(s), vacuuming accommodation areas; cleaning toilets and ablution areas, and answering the telephone.

Officers focused on discipline and the management of all the activities that took place within the fire station with little or no involvement from firefighters;

- officers and firefighters were required to visit areas of significant hazard in their station areas and record relevant details. The information however was simply filed at the fire station and served no further purpose;
- training was largely repetitive and uninteresting;
- there was little knowledge about other areas within the organisation and direct support systems did not exist – all inquiries had to be made up through a chain of command that frequently involved up to seven levels of middle and senior management;
- the job description was more important than the individual, resulting in a regimented, bureaucratic style, and
- there was an emphasis on punishment for mistakes and failures with little or no reward or positive feedback on achievements.

Thompson went on to argue that these characteristics were counter-productive to an effective and efficient workplace and that organisations with these characteristics would typically experience the dysfunctions found in the employee survey results. These included high levels of cynicism and a lack of trust in the organisation's leadership. Thompson further argued that the organisation's executive management had to adopt a more contemporary leadership style if it was to gain the long-term support of its employees.

McAdam (1993), Manz & Sims (1991) and Senge (1992) argue that many leadership models are flawed because they are based on a philosophy of the followers being inert respondents. True leadership, they argue, focuses on: developing subordinates; enabling operational integration,

and seeking to articulate shared visions. Similarly, McGregor (1960), building on Maslow's research into higher and lower order motivational needs, identified two types of management: Theory X and Theory Y. According to McGregor, Theory X managers see individuals as innately lazy and in need of close control while Theory Y takes an almost opposite view of people, holding that they are not inherently lazy or inherently productive. McGregor argues that people's behaviour depends on how they have been treated. Theory Y therefore predicts that if people are not given close controls but are assigned responsibility, they will react by being highly motivated and self-controlled and they will seek more responsibility (McGregor, 1960, cited in Luthans, 1973, p.531; Maslow, 1943, cited in Commonwealth of Australia, 1993, p.65).

Skinner (1953) demonstrated that behaviour could not only be understood but could be changed by using positive and negative reinforcement as part of a process he called operant conditioning. Skinner argued that, used skillfully, operant conditioning can be used to develop specific types of behaviour in individuals and in organisations. Likewise, studies undertaken by Herzberg culminated in two categories of organisational rewards called Hygienes and Motivators. Herzberg concluded that the intentional use of motivators, such as: achievement; recognition; responsibility and advancement would produce motivated employees whereas the use of hygienes, such as: competent supervision and policy, and administration would not stimulate motivation (Herzberg cited in Organ & Hammer, 1982, pp.190-191).

Hershey and Blanchard argue that personal development follows three distinct stages that need to be followed by leaders who are deliberately developing their staff. Their Situational Development model commences with high directive and high supportive behaviour and progresses through high supportive and low directive behaviour, culminating, where appropriate, in low supportive and low directive behaviour. At the final stage multiple, often complex, tasks can be delegated to highly developed, highly motivated, self-controlled individuals who, at the commencement of the process, required close supervision and had difficulty in handling one project or task. (Hershey & Blanchard cited in Commonwealth of Australia, 1993, pp.103-105).



Ralph M. Stogdill, in his survey of leadership theories and research pointed out that, “...there are almost as many different definitions of leadership as there are persons who have attempted to define the concept”. While acknowledging the range of definitions, Warren Bennis writes that, “Leaders create vision, trust, meaning, success, healthy environment and flexible systems — if they survive the bureaucracy”. Bennis adds that maintaining the status quo is not a strategy that will help organisations to survive. It is the latter statement which reveals the fundamental difference between leaders and managers — managers maintain the status quo while leaders, through their influence, innovate, initiate and create (Stogdill, 1974, cited in Commonwealth of Australia, 1993, p7; Bennis, 1991, cited in Commonwealth of Australia, 1993, p.7).

John R. Baker, in describing the leadership needed in the modern Australian Public Service includes “...gaining self-knowledge...” as one of the key competencies now required by leaders (Baker, 1989, cited in Corbett, 1992, p.76). Self-knowledge can be improved by studying the works of researchers such as Isabel Briggs Myers who, building on the work of Jung (1923) and Briggs (1962, cited in Commonwealth of Australia, 1993) developed a personality indicator that classifies people into 16 possible types of preferred behaviour.

In a similar vein, McLelland (1961) found that an individual’s tendency to develop goals, create a vision and select competent colleagues indicates a High n Ach, or a high need for achievement as opposed to a Low n Ach, or a low need for achievement. McLelland's research found that the more effective managers (leaders) tend to have a sharply focused goal orientation, or High n Ach and that they selected people on the basis of competence in the task rather than selecting people who are socially congenial (McLelland, 1961).

Winter (1967) argues that a moderated level of n Pow, or need for power, even within loosely controlled groups, is necessary to make decisions to prevent an “...aimless, uncharted, direction in co-workers”. Winter claims that this need for power, rather than indicating arrogance, is quite compatible with a leadership style that stresses the development and participation of subordinates (Winter, 1967, cited in Organ & Hammer, 1982, pp.223-224).

This literature review suggests that contemporary management theories must be implemented as part of any organisation change process designed to change a traditional strict command and control workplace environment to one that develops and empowers employees; fosters innovation, and improves service delivery. It also suggests that a modern leadership style is required to facilitate this change process.

## **Procedures**

A change management process introduced to a major component of the NSWFB in 1995 was analysed within the context of a contemporary management literature review. This was done to establish whether longitudinal changes introduced by a senior member of the organisation were based on contemporary management theories. Once it was established that contemporary theories underpinned the change process, the results of a 1998 employee opinion survey were analysed to determine whether or not improvements to the 1994 survey had been achieved within the identified component when compared to the rest of the organisation.

A limitation to this study is its self-evaluative approach by the author. Although every effort has been made to remove bias and maintain objectivity, this can not be guaranteed.

## **Results**

North Region has produced and is continuing to produce significant change in the way its employees work. The working environment has been extensively modified and firefighters are becoming more focused on community needs and expectations. A new senior management has been introduced throughout the Region during the past five years who have been selected on the basis of merit, not seniority. As a result, contemporary management practices have been implemented on a wide-scale. The changes introduced to North Region over a five-year period are increasingly being adopted into the other three regions and uniformed directorates as well as within each of the three civilian directorates.

North Region is now held in high regard within an increasingly wide circle of influence which includes: senior and executive management; New South Wales Government Ministers; national advisory bodies; frontline firefighters; trade union officials, and private sector managers. Perhaps most importantly are the results of a second employee survey conducted in 1998 as part of a longitudinal national benchmarking exercise. This survey was provided to each of the NSWFB's 6403 employees of whom 1798 (28.1%) responded. Of the original distribution, 1890 survey forms were provided to employees in North Region of whom 553 (29.3%) responded.

While the 1998 Falls Research Employee Survey found a slight improvement in each of the four regions, the highest overall level of improvement across a range of 63 indicators in eight categories was that recorded for North Region (Falls, 1998). Amongst those indicators that scored higher in North Region than in the other regions and directorates were: employees being listened to by NSWFB executive management; employee confidence in executive management; speed in decision-making; fire station crews being actively involved in their local community; moving from centralised decision-making to station/work area based management; job satisfaction; trust between employees and executive management; recognition by NSWFB senior management of my station's/work area's efforts; being recognised for my efforts; employees being accountable for their decisions and actions, and firefighters being encouraged and assisted to speak to their local media (Appendix A).

## **Discussion**

The work of well-known research psychologists formed a backdrop to a new leadership style adopted by Thompson during his period as the North Region Commander. North Region, an area of more than 200,000 square kilometres contained within a 1,000 kilometre length of the Eastern Seaboard, contains 114 fire stations and almost 2,000 firefighters; administrative, and support staff. The Region is administered by a CEG member with the rank of Assistant Commissioner who holds the position title of Regional Commander. This officer is supported within the Region by 10 senior commanders and 30 administrative and support staff. Prior to Thompson's appointment to the Region as Regional Commander, North Region had been administered for three

years by two successive commanders, both of whom reinforced the pre-existing model of organisation structure and the pre-existing leadership style.

In 1995, Thompson combined the views of contemporary management theorists and commenced the implementation of a plan designed to achieve both a personal goal as well as an organisational goal. This was to establish a semi-autonomous work environment which focused on personal development and individual autonomy at more than 114 worksites. This was to be done while maintaining the Command, Control, Coordination and Intelligence (C3I) framework that surround the operational aspect of firefighters' work (NSWFB, 1993).

A Five-year Strategic Plan was developed which articulated a vision to motivate North Region's 2,000 firefighters to face the challenge of carrying out continual improvement to the organisation's delivery of service in an innovative, creative, proactive and professional manner. This vision was in harmony with the organisation's vision to "...be recognised by our stakeholders as providing world class emergency services" (NSWFB, 1993; NSWFB, 1995). The style of leadership chosen to achieve this goal was modeled on the writings of contemporary commentators who argued that leadership should focus on autonomy and development rather than control and impact, the latter of which had been the management norm within the organisation for many decades.

MacGregor's Theory Y approach and Mertzberg's research into motivation was used as the foundation in North Region for removing requirements to perform work at specific times and by removing requirements to quantify the amount of work performed during set periods. Instead, officers and firefighters were encouraged to work as a team to ensure that their (non-response) work and training requirements were completed within their four-day roster. This meant, for example, that training could be provided at a time that suited the operational demands of crews at each station on each shift rather than at a prescribed time that simply suited the reporting processes put in place by management. Likewise, MacGregor's findings about responsibility was used as a lever to decentralise over 100 years of centralised budget responsibility to frontline managers (Station Commanders) at local fire stations.

Similarly, the focus on pre-incident planning was changed from quantity to quality. Frontline firefighters were also encouraged rather than directed to develop and implement locally-developed fire prevention programs using resources and expert support provided through the North Region office. A new relationship was developed with the Fire Brigades Employees' Union (FBEU) by adopting a proactive approach to industrial issues and by forming a number of Joint Consultative Committees throughout the Region. These committees addressed issues such as Occupational Health and Safety (OH&S); staffing, and strategic planning.

Skinner's Operant Conditioning theory and the outcomes of Hertzberg's research were articulated through written recognition of achievements in the form of a letter from the North Region Commander. These letters acknowledged local fire prevention programs; positive stories in local media, and the implementation of individual initiatives that extended beyond the local workplace. Other rewards included sponsorship to conferences, professional courses and workshops as well as occasional fact-finding trips to other states within Australia and to overseas destinations. Senior commanders were asked to ignore negative behaviour unless it severely compromised the NSWFB's Code of Conduct (NSWFB, 1994). The use of this operant conditioning reward system recognised the limitations in providing material rewards in public sector employment while promoting the development of new skills and satisfying individual needs for recognition and status.

Hershey and Blanchard's Situational Model was implemented in a number of ways. These included: management and executive development workshops for senior commanders and senior administrative staff; management team workshops; employee conferences, and team workshops. The North Region Five-year Strategic Plan was developed using collaborative methods to provide a sense of shared direction within the Region. The Regional Commander led each workshop and personally visited each fire station over a four year period (Hershey et al, 1993).

Using the Myers-Briggs Type Indicator (MBTI) to understand one's preferred type of behaviour increased Thompson's awareness of his own behaviour preferences. The MBTI drew a

focus on a tendency to prefer an inward type of problem-solving style and a preference for looking at the 'big picture' rather than focusing on detail; or in the terms of the MBTI, an INTJ Profile. This profile also showed a tendency towards being analytical, curious and somewhat judgmental. It also revealed a tendency towards a lower level of people focussed behaviour, or 'group maintenance' preferences in favour of analytical and curiosity preferences (Myers, 1981; Colwill & Birchall, 1992, cited in PSMC, 1993). Similarly, McLelland's High n Ach is highly correlated with Low n Aff, or a low need for affiliation (McLelland, 1961).

This knowledge about the least preferred types of behaviour showed Thompson that if production quality was to be maintained within the work-place closer monitoring would be required of what Covey (1992) calls the P/PC Balance. In this equation P stands for production of desired results and PC stands for production capability, the ability or asset that produces the results. Covey uses Aesop's fable about the golden egg to explain that what is produced often blurs the capacity to produce. This means recognising the personal requirements of both the leader and his followers to continue producing quality results over the long-term. This could be achieved by ensuring that workload is balanced with adequate rest periods and group maintenance activities. Covey acknowledges that the P/PC Balance is difficult to maintain but suggests it is the very essence of leadership effectiveness (Covey, 1992, pp.54-59).

Using reliable personality inventories such as the MBTI and classifications such as McLelland's allowed the monitoring of strengths (preferred types of behaviour) and weaknesses (least preferred types of behaviour). The understanding of the various types of behaviour also helped with the building of a management team that had a combination of complimentary and compensatory types of behaviour.

This essay has shown that contemporary theoretical models and contemporary views support the developmental and autonomy focussed style of leadership used by Thompson. This is because it: fosters the development of subordinates; stimulates self-motivation, and produces innovative solutions to complex problems. It is also a style which is conducive to achieving

organisational goals; personal goals and, when combined with reliable personality indicators, creates a high level of self-awareness. The benefits of this approach are clearly reflected in the findings of the 1998 Falls Research New South Wales Fire Brigades Employee Survey (Falls, 1998).

Not everyone has the same personality traits; nor do they have the same life experiences. However, the application of contemporary leadership theories can make a significant difference to a workplace. The application of these theories on a wider-scale is critical to the on-going development of the NSWFB and its employees. Unless the established cycle is completely broken, major reform initiatives will not be successful.

It is clear that a new leadership style based on contemporary theories of leadership must be introduced across the NSWFB if the organisation's vision of becoming a world leader in emergency services is to be achieved (NSWFB, 1993; NSWFB; 1997). Although a new leadership style is being introduced to the NSWFB it is still ad-hoc in its approach. Until such time as the NSWFB's CEG develops a clear policy on the development of its existing and future leaders and provides the relevant resources for progressing such a policy, this vision will not be fully realised.

### **Recommendations:**

1. That the NSWFB Staff Training and Vocational Development Division design and implement a structured program for executive development that includes a strong focus on the outcomes of contemporary management research and that this program be accepted as policy by the NSWFB's Corporate Executive Group. This program should include:
  - the United States Executive Fire Officer Program;
  - the Australasian Fire Authorities Council Executive Program, and
  - the Australian College of Defence and Strategic Studies Executive Program.

1. That the NSWFB Staff Training and Vocational Development Division introduce the outcomes of contemporary management research to the NSWFB's current Inspectors' Promotional Program (IPP) designed for Station Officers undergoing middle management training.
2. That the NSWFB Staff Training and Vocational Development Division include the outcomes of contemporary management research into the NSWFB's Station Officers' Promotional Program currently under development for firefighters entering the first level of management within the NSWFB.
3. That the NSWFB Staff Training and Vocational Development Division identify supplementary management courses that offer a broad range of management and senior management courses delivered within the broader public and private sectors such as:
  - the New South Wales Public Sector Management Course (Graduate Certificate in Public Sector Management);
  - post-graduate programs conducted by the Australian Graduate School of Management, and
  - undergraduate management programs delivered through recognised tertiary institutions.

Courses in Recommendation Three would be provided through a combination of employer-funded and employer-reimbursed programs.



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**Appendix A**

New South Wales Fire Brigades Falls Research Survey. Graphical Representation of Results from  
1998 New South Wales Fire Brigades and Falls Corporate Research Employee Survey titled,  
"Have Your Say!"

# National Performance Benchmark

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## Leadership

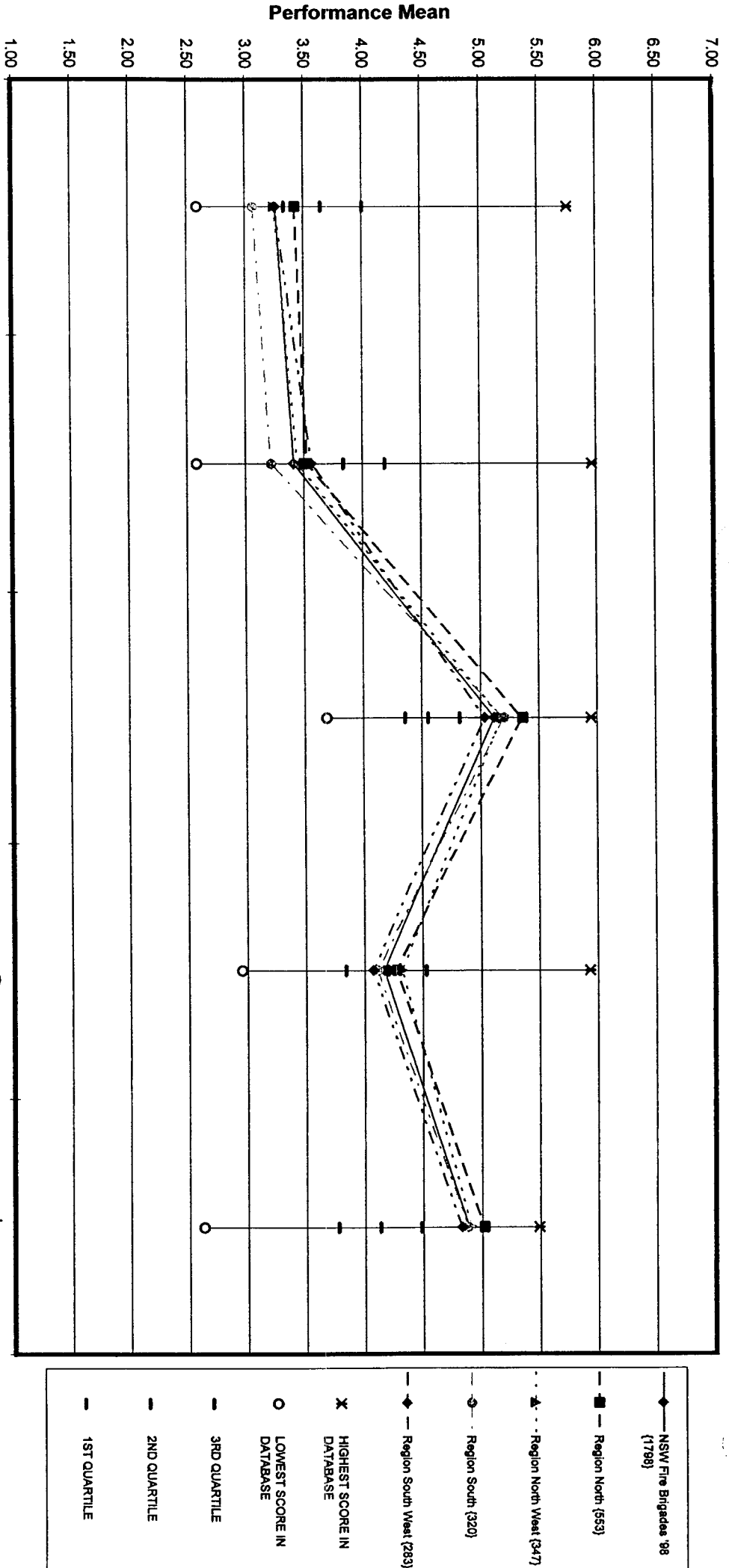
Employees being listened to by NSWFB Executive management

Employee confidence in NSWFB Executive management

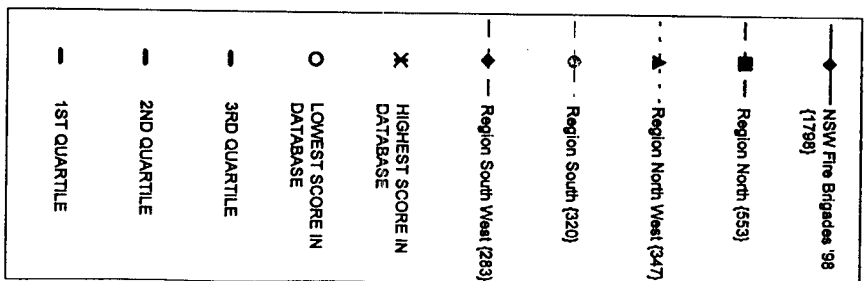
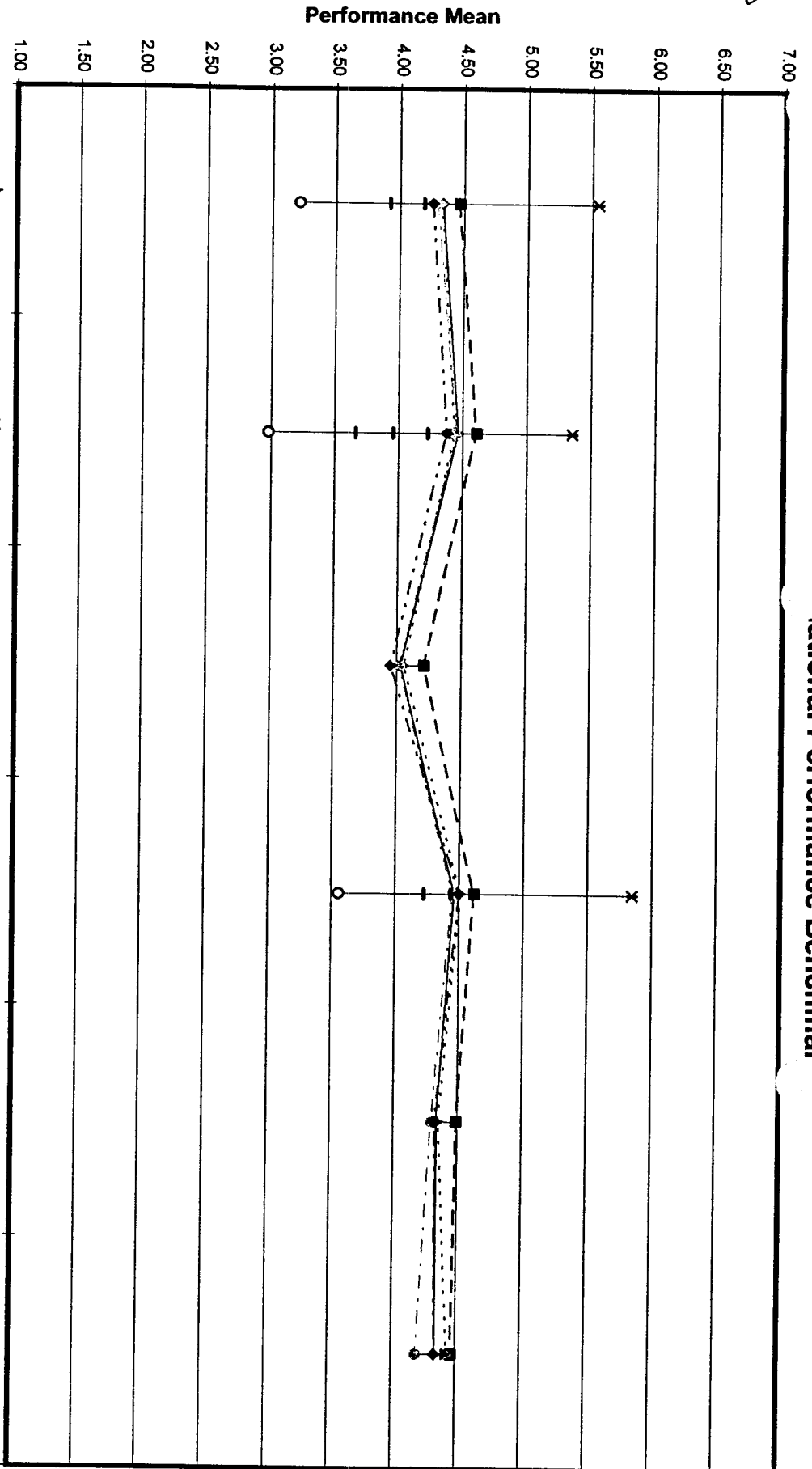
Leadership of my station/work area

Speed in decision making (e.g. addressing occupational safety issues) in my station/work area

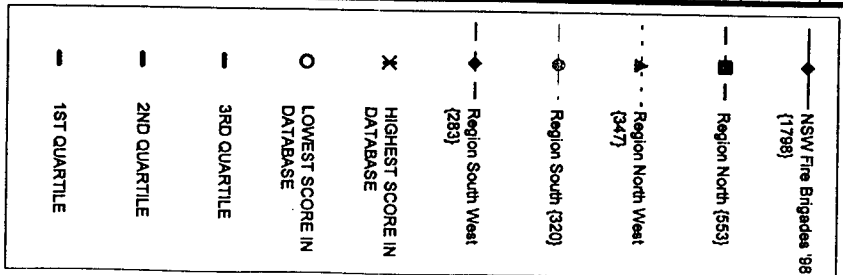
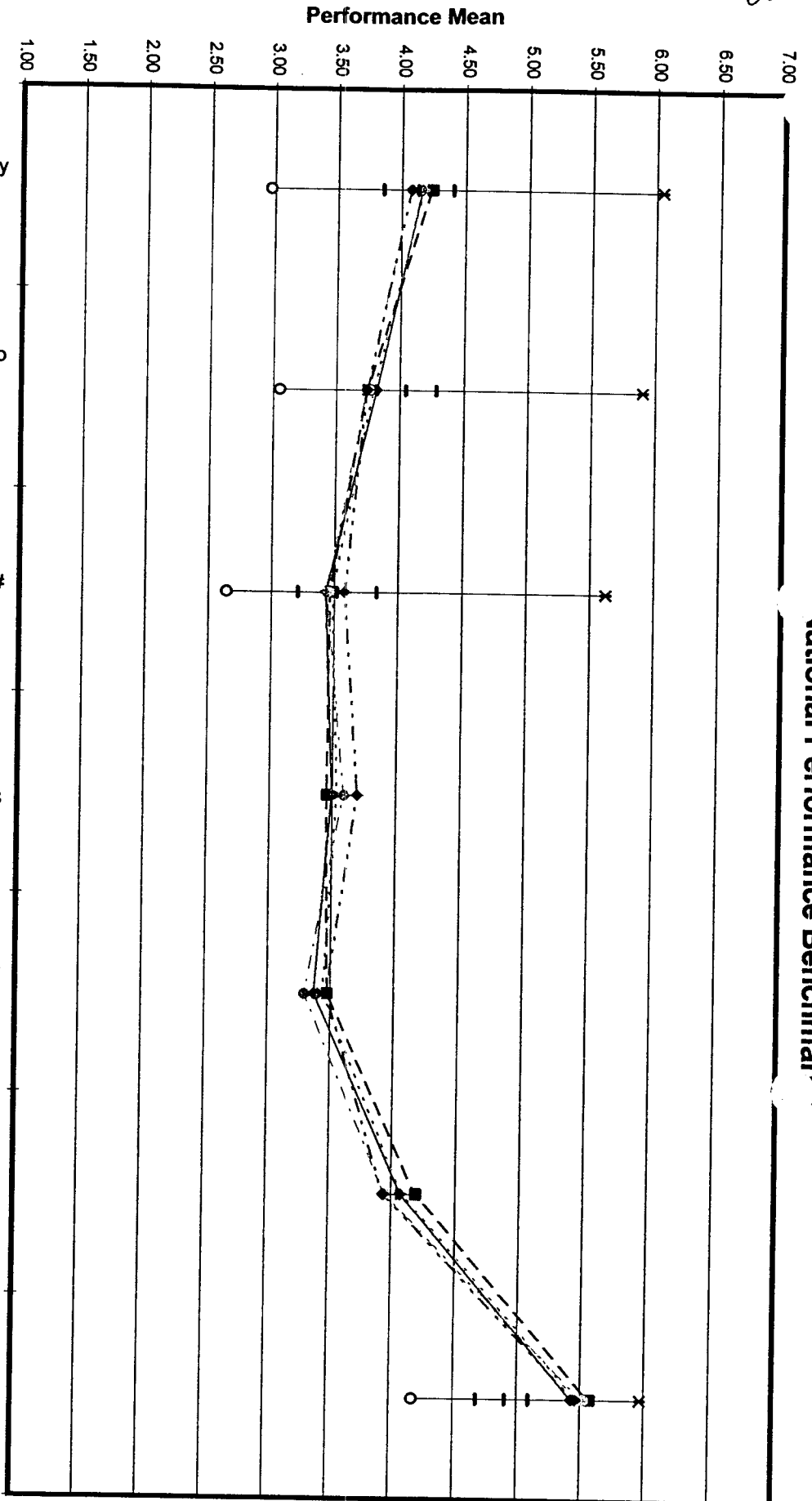
Fire station crews being actively involved within their local community



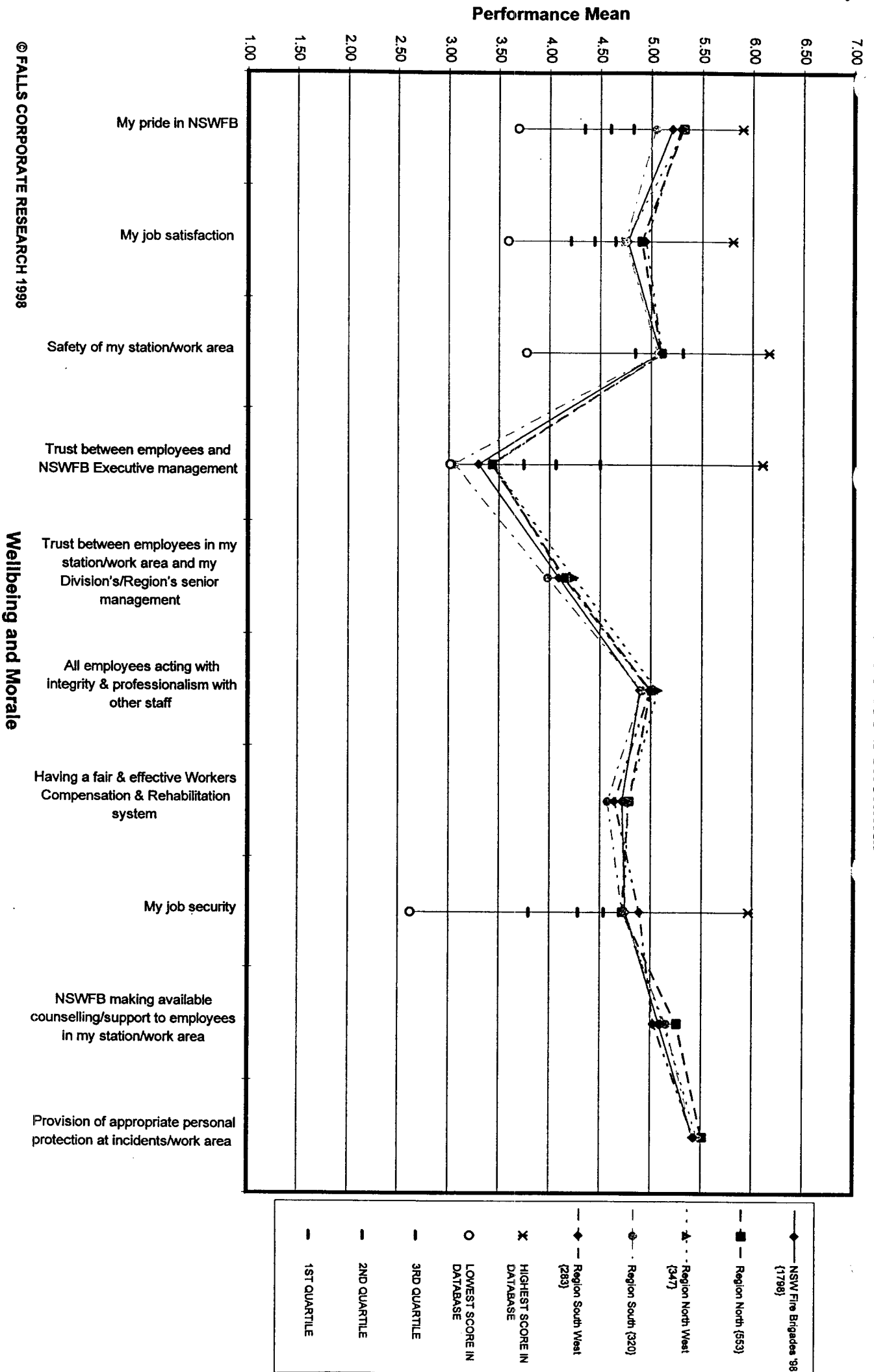
ANNUAL PERFORMANCE REVIEW



# ANNUAL PERFORMANCE DEFICIENCIES

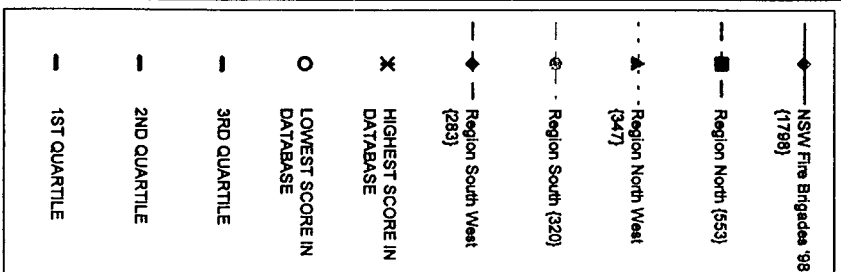
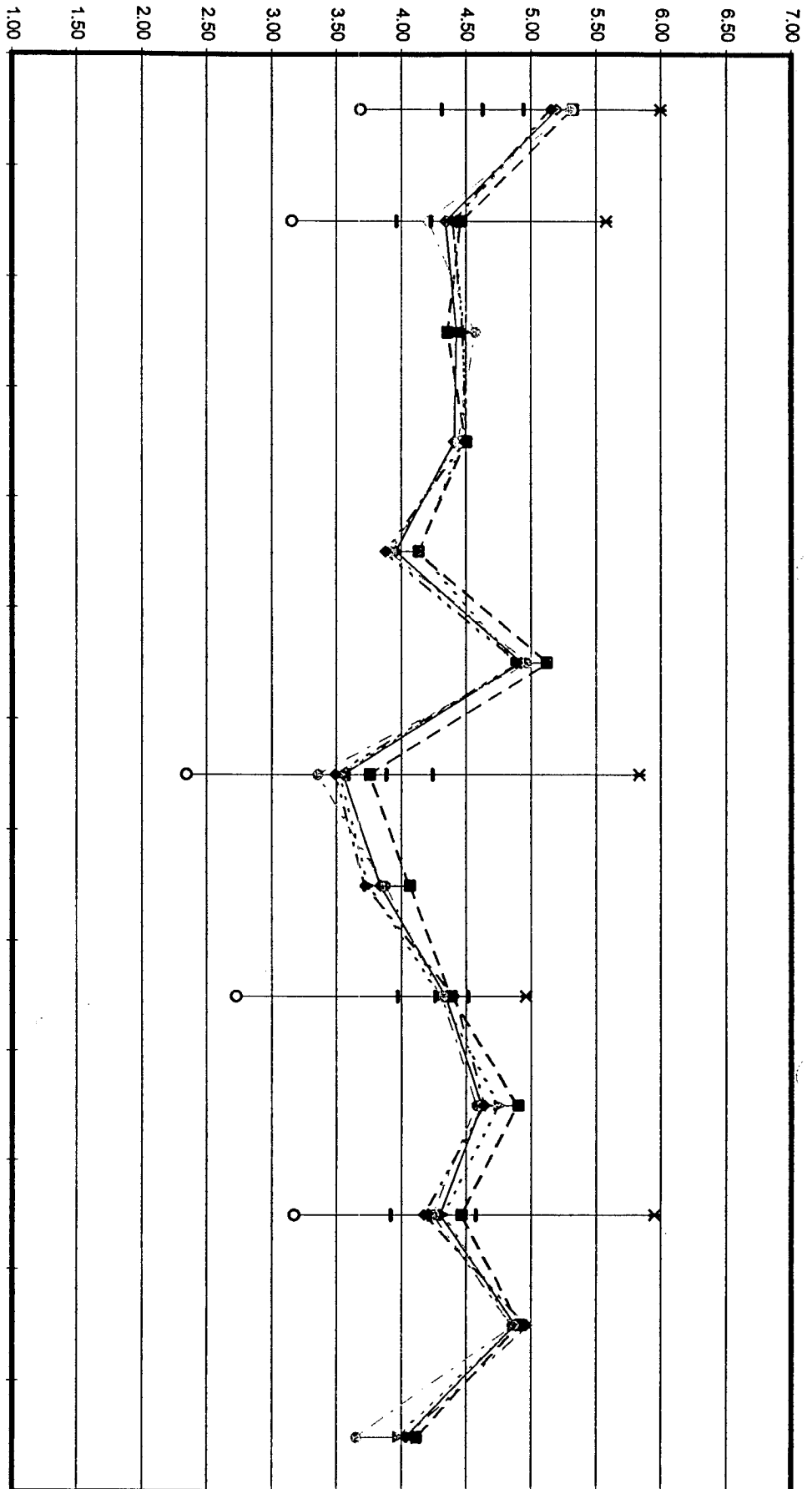


## National Performance Benchmark



# National Performance Benchmark

Performance Mean





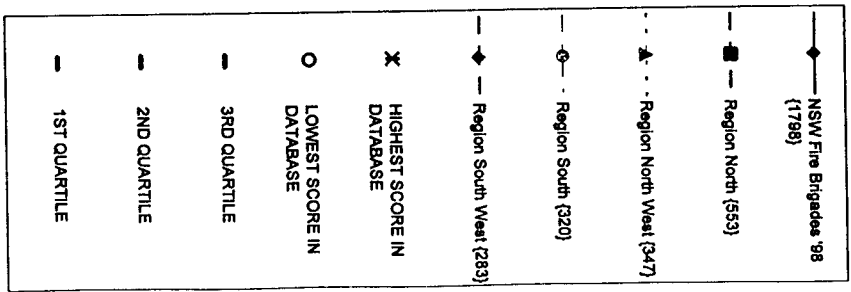
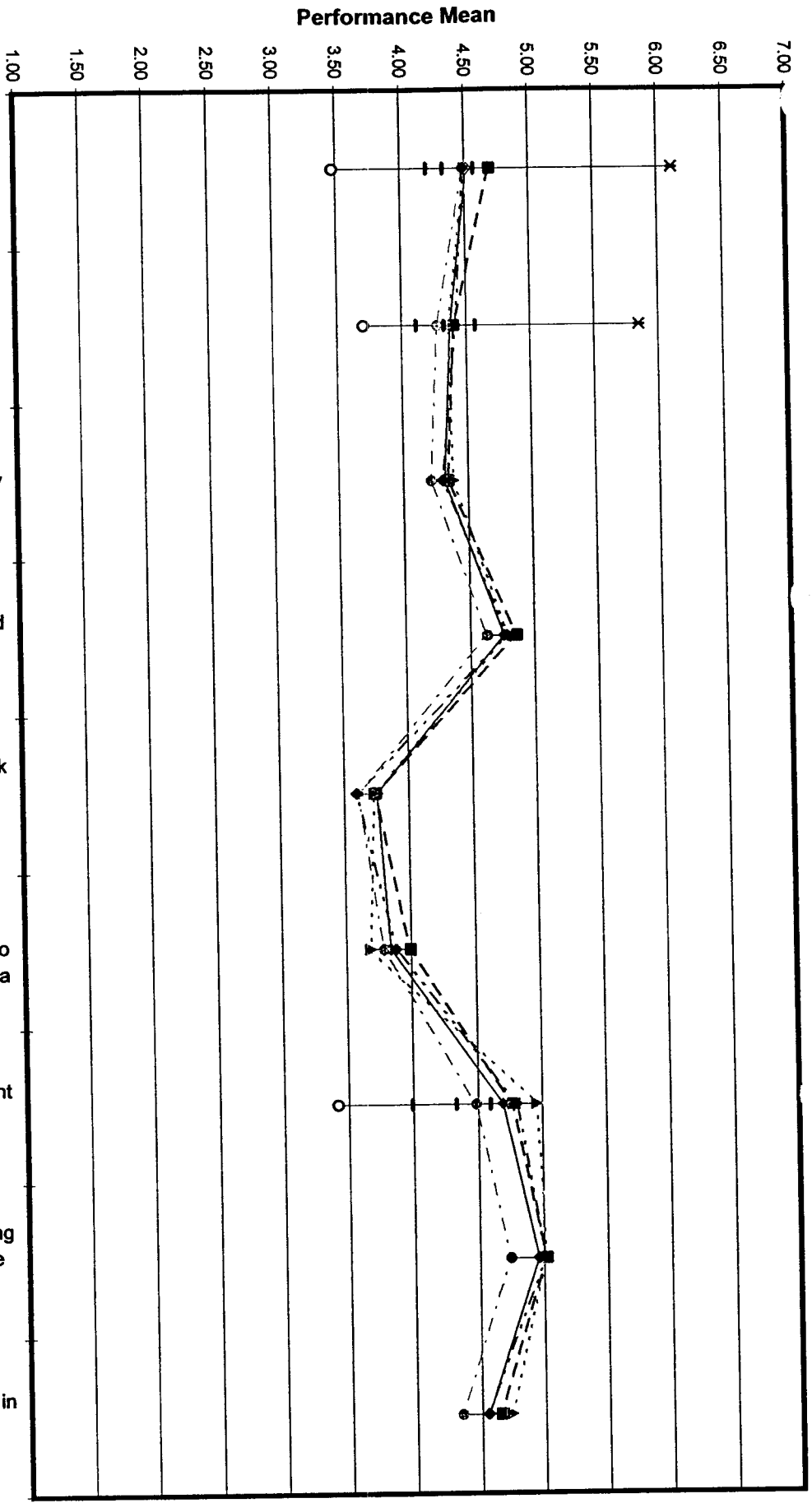
# National Performance Benchmark

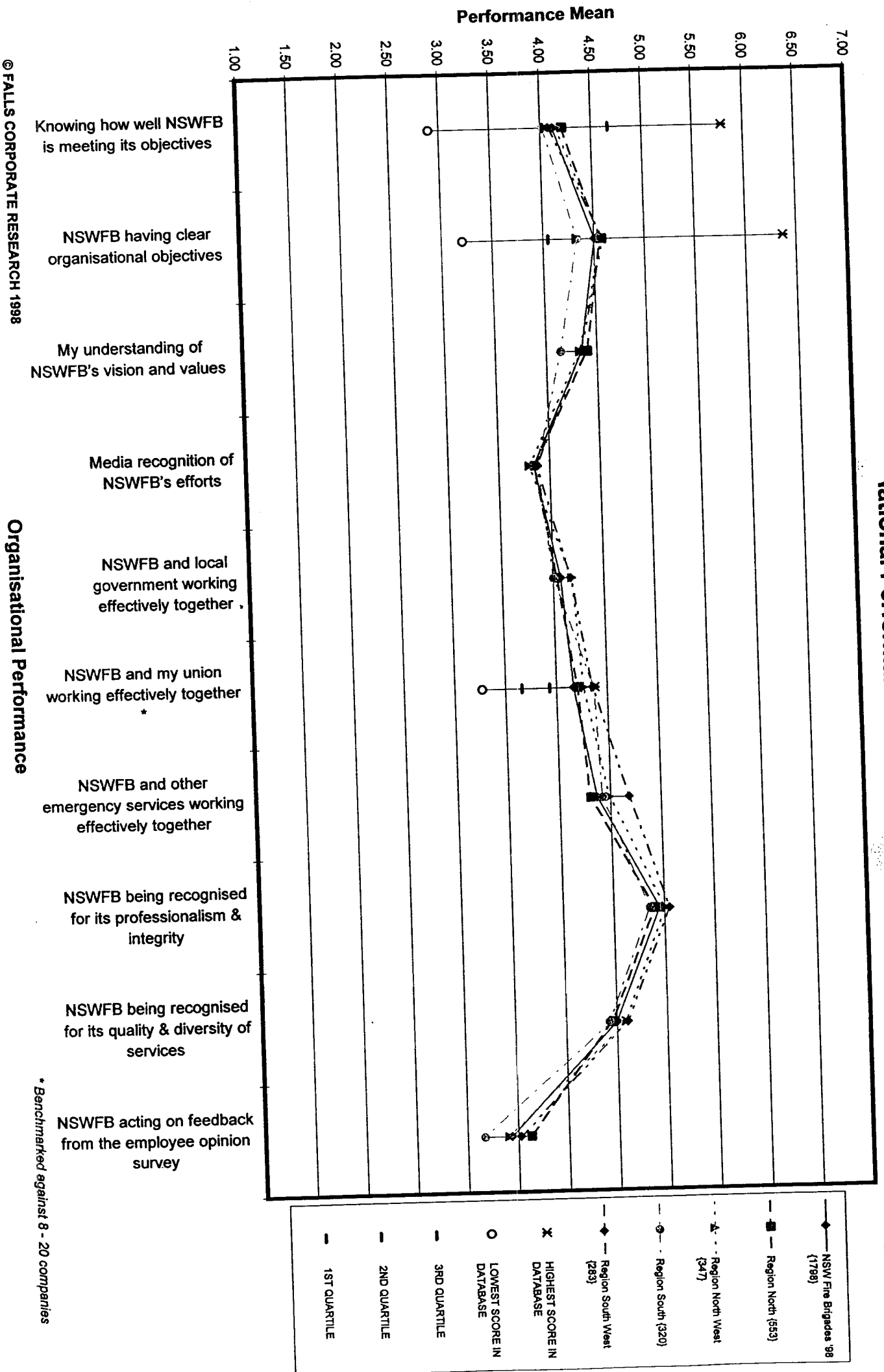
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## Quality of Process, Product and Service

- Continuously improving the way we do things in my station/work area
- NSWFB admin & trades support staff areas delivering services to my station/work area
- Timeliness of return of repaired equipment to my station/work area
- Quality of repairs returned to my station/work area
- Facilities in my station/work area (e.g. fitness equipment, computers)
- Firefighters being encouraged & assisted to speak to their local media
- Having adequate equipment to do my job properly \*
- Maintaining and developing our emergency response capability
- Standard of equipment in my station/work area

\* Benchmarked against 8 - 20 companies





# National Performance Benchmark

